PLANNING COMMISSION MINUTES February 20, 2002 CALL TO ORDER: Chairman Vlad Voytilla called the meeting to order at 7:00 p.m. in the Beaverton City Hall Council Chambers at 4755 SW Griffith Drive. **ROLL CALL:** Present were Chairman Vlad Voytilla, Planning Commissioners Bob Barnard, Gary Bliss, Eric Johansen, Dan Maks and Bill Young; and Alternate Planning Commissioner Steven Olson. Planning Commissioner Shannon Pogue was excused. Development Services Director Steven Sparks, AICP, Planning Consultant Irish Bunnell, City Attorney Mark Pilliod, Assistant City Attorney Ted Naemura and Recording Secretary Sandra Pearson represented staff. 22. The meeting was called to order by Chairman Voytilla, who presented the format for the meeting. VISITORS: Chairman Voytilla asked if there were any visitors in the audience wishing to address the Commission on any non-agenda issue or item. There were none. STAFF COMMUNICATION: On question, staff indicated that there were no communications at this time. **OLD BUSINESS:** Chairman Voytilla opened the Public Hearing and read the format for Public

Chairman Voytilla opened the Public Hearing and read the format for Public Hearings. There were no disqualifications of the Planning Commission members. No one in the audience challenged the right of any Commissioner to hear any of the agenda items, to participate in the hearing or requested that the hearing be postponed to a later date. He asked if there were any ex parte contact, conflict of interest or disqualifications in any of the hearings on the agenda. There was no response.

CONTINUANCES:

1 2 3

Α. TA 2001-0001 – CHAPTER 40 UPDATE TEXT AMENDMENT (Continued from January 23, 2002)

The City of Beaverton has proposed a comprehensive update of Chapter

amendment will modify the existing applications, thresholds and approval

5 6 7

8

9

10

11

4

40 (Permits and Applications) of the Beaverton Development Code. The proposed amendments will establish the development applications to be required in the City, the threshold(s) for determining the proper type of application to be required, and the approval criteria by which the applicaion(s) will be evaluated. The existing Development Code contains many of the same applications, thresholds and approval criteria. The proposed

12 13 14

В. TA 2002-0004 – CHAPTER 60 UPDATE TEXT AMENDMENT

criteria and add new applications, thresholds and approval criteria.

17

19

20

21 22

23

24

25

26

15

(Continued from January 23, 2002) 16 The City of Beaverton has proposed amendments to Chapter 60 (Special 18

Requirements) of the Beaverton Development Code. The proposed amendments have been necessitated by the comprehensive updates to Chapter 40 and Chapter 50 of the Development Code. The proposed amendments will establish new special requirements for Land division Standards and Planned Unit Development. The amendments proposed to modify existing Special Use Regulations for Accessory Dwelling Unit, Accessory Uses and Structures, as well as existing special requirements for Transportation Facilities and Trees and Vegetation. The amendments also propose to delete the provisions pertaining to Historic Preservation and Temporary Use Permits.

27 28 29

C. TA 2001-0008 – CHAPTER 20 UPDATE TEXT AMENDMENT

(Continued from January 23, 2002)

30 31 32

33

34

35

The City of Beaverton has proposed amendments to Chapter 20 (Land Uses) of the Beaverton Development Code. The proposed amendments have been necessitated by the comprehensive updates to Chapter 40 and Chapter 50 of the Development Code. The proposed amendments will also reorganize the Multiple Use zoning (Section 20.20) to make the Multiple Use zoning text read more clearly.

36 37

38

39

42

43

44

45

46

D. TA 2001-0007 -BEAVERTON MUNICIPAL CODE TEXT **AMENDMENT**

(Continued from January 23, 2002) 40 41

The City of Beaverton has proposed amendments to the Beaverton Municipal Code. The proposed amendments have been necessitated by the comprehensive updates to Chapter 40 and Chapter 50 of the Development Code. The proposed amendments will ensure that there is consistency between the provisions of the Municipal Code and the Development Code.

Chairman Voytilla observed that at the previous Public Hearing on January 23, the Planning Commission had deliberated and requested certain information from staff, adding that staff has responded and the written information has been reviewed.

Observing that staff has no additional information at this time, Development Services Manager Steven Sparks briefly described revisions that had been made to TA 2001-0001 -- Chapter 40, for an Administrative Conditional Use permit and a suggestion to change a word within the criteria for Conditional Uses; TA 2001-0004 -- Chapter 60; TA 2001-0008 -- Chapter 20; and TA 2001-0007 -- Beaverton Municipal Code. He suggested postponing a decision on these four items until the Public Hearing on other three items has been concluded as well.

NEW BUSINESS:

PUBLIC HEARINGS:

A. TA 2001-0002 – CHAPTER 50 UPDATE TEXT AMENDMENT

The City of Beaverton has proposed a comprehensive update of Chapter 50 (Procedures) of the Beaverton Development Code. The proposed amendments will establish the procedures by which the development applications will be processed in the City. The procedures include, but are not limited to, the following: 1) initiation of an application; 2) withdrawal of an application; 3) application completeness; 4) Type 1 through Type 4 application processes; and 5) appeal(s), expiration, extension and modification of decisions. The proposed amendment will modify existing procedures found in the Development Code and establish new procedures to be made a part of the Code.

B. TA 2001-0003 – CHAPTER 10 UPDATE TEXT AMENDMENT

The City of Beaverton has proposed a comprehensive update of Chapter 10 (General Provisions) of the Beaverton Development Code. The proposed amendments will establish the legal framework of the Development Code. Topics include, but are not limited to: 1) compliance; 2) interpretation; 3) zoning districts; 4) zoning map; 5) fees; 6) conditions of approval; 7) enforcement; and 8) development review participants. Development review participants include the City Council, Planning Commission; Board of Design Review; Facilities Review Committee and the Community Development Director.

C. TA 2001-0005 – CHAPTER 90 UPDATE TEXT AMENDMENT

The City of Beaverton has proposed amendments to Chapter 90 (Definitions) of the Beaverton Development Code. The proposed amendments have been necessitated by the comprehensive updates to Chapter 40 and Chapter 50 of the Development Code. The proposed

amendments will add definitions of new terms and amend existing definitions of terms used in the Development Code.

3

Mr. Sparks discussed what he referred to as several housekeeping items, as follows:

6

?? Correspondence from Catherine Arnold, dated February 20, 2002, with regard to several issues within Chapter 50; and

10 11 ?? Suggested text with regard to expanding the role of the Hearings Officer, which has been proposed (Exhibit "B" to Chapter 10 and Chapter 50).

12

Concluding, Mr. Sparks pointed out that City Attorney Mark Pilliod is available to respond to any questions with regard to the proposed Hearings Officer.

15

Chairman Voytilla pointed out that each of these three chapters would be reviewed individually, beginning with Chapter 50.

18

Commissioner Maks referred to TA 2001-0002 - Chapter 50 Update Text Amendment, specifically page 2, noting that staff is now suggesting exemption of the quasi-judicial zone change application for the Neighborhood Review Meeting requirement. Emphasizing that the purpose of the Neighborhood Review Meeting is to allow the applicant and the surrounding community to review a development proposal, he noted that the quasi-judicial zone change is not actually a development but a change to the City of Beaverton Zoning Map. He requested clarification of whether this is the rationale for elimination of the Neighborhood Review Meeting.

28

Mr. Sparks observed that in order for the City to implement the recently adopted Land Use Element, a number of changes to the Land Use Plan would be necessary within the City of Beaverton. Noting that this is already in action and has already undergone this public review, he expressed his opinion that there is very little reason to hold yet another Neighborhood Review Meeting. He emphasized that the Land Use Map has already changed and that this amendment merely implements these changes. He pointed out that in the instances where Neighborhood Review Meetings have been scheduled for Rezones, the Comprehensive Plan has been amended at the same time, adding that this is what has actually triggered the Neighborhood Review Meeting. Noting that staff has determined in the past that these Neighborhood Review Meetings would not be conducted for Rezones, he pointed out that staff would like to specify within the code that these are exempted.

41 42 43

Noting that a quasi-judicial zone change can be developer or applicant driven, Commissioner Maks expressed his preference to schedule a Neighborhood Review Meeting with regard to such an action.

45 46

Mr. Sparks advised Commissioner Maks that a specific development proposal to which the public can respond should require a Neighborhood Review Meeting, adding that there is nothing to be gained by requiring this meeting for a simple zone change.

Commissioner Maks referred to a previous zone change from R-7 to R-5, adding that this was located adjacent to an R-7 zone, emphasizing that this zone change had been a substantial issue and provided the public, in advance, with knowledge of what would occur in the future. He further explained that he sees no problem with discussing with the neighbors ahead of time an applicant-driven quasi-judicial zone change.

Mr. Sparks mentioned that one of the statements within the text regarding the Neighborhood Review Meeting indicates that the City of Beaverton expects the applicant to incorporate concerns expressed by the neighborhood. Referring to Commissioner Maks' example with regard to a zone change from R-7 to R-5, he noted that there is very little that the applicant could incorporate into the proposal to change that request that could not be later presented at the Public Hearing level. He pointed out that there would be issues involving a Planned Unit Development (PUD) that would be presented afterwards, adding that this could feasibly reduce the size of average lots or affect the building massing and that these are issues that the public could conceivably address. He emphasized that there is a difference between a development proposal and a zone change.

Commissioner Maks suggested that there might be issues with a zone change from an R-7 to an R-5, or an R-4 to an R-2, with regard to significant wetland, riparian or stream issues that might be raised through public involvement with a Neighborhood Review Meeting, adding that this might provide some assistance to the decision-making body in advance. He agreed that in many rezone issues, the public is opposed to both the development and increased density, adding that in these cases, there is very little a potential developer can do to incorporate their concerns into a project that addresses these concerns and satisfies the public. He pointed that there are some situations in which an important issue could be introduced at a Neighborhood Review Meeting.

Commissioner Maks referred to page PR-47, specifically No. 7, with regard to the appellant or any person who testified before the decision-making authority pursuant to Section 50.50.1, and requested clarification of which page this particular section is located on.

7:15 p.m. – Assistant City Attorney Ted Naemura arrived.

Mr. Sparks advised Commissioner Maks that the section he cited should actually be Section 50.45.1, adding that this addresses the appeal of a Type 3 decision, rather than the appeal of a Type 4 decision, which is described in Section 50.50.1.

Commissioner Johansen requested clarification of whether he is correct in his understanding that no additional evidence could be submitted with regard to new evidence submitted at the original Public Hearing. As an example, he suggested that new evidence with regard to a Traffic Study submitted at the initial Public Hearing could not be introduced by the appellant at a subsequent Public Hearing.

February 20, 2002

5 6 7

8

9

10

11

12

1

2

3 4

Commissioner Maks paraphrased Commissioner Johansen's example, observing that the applicant has submitted the Traffic Study at the original Public Hearing, adding that during the public testimony, a neighbor challenges information contained in this document. He requested clarification of whether this neighbor who challenged the applicant's Traffic Study would be allowed to submit a new Traffic Study that substantiates his claim that the original Traffic Study is not accurate.

13 14 15

16

17

18

19

20

21

2223

24

25

26

27

28

29

30

31

32

33

34

35

36

37

38

39

40

41

42

Referring to pages PR-47 and PR-48, subsection "b", lines 9 through 17, Mr. Sparks observed that Section 50.70.7 addresses the partial de novo in the appeal, and provides that if an applicant submits a Transportation Study at the time the application is deemed complete and is not amended or supplemented through the Public Hearing process, and a member of the public challenges the information, a decision made by the decision-making authority to approve the application contrary to that specific testimony, the appellant could request a partial de novo hearing in order to introduce that new evidence, which would, in this instance, consist of a Traffic Study by another Transportation Engineer, contradicting the Traffic Study that was approved. He pointed out that while the appellant could make this request and that the City Council would have to make this decision, staff would report to the appellate decision-making authority with regard to this request, adding that the first question would be why the appellant had been unable to introduce that evidence to the initial decision-making authority, specifically with regard to what the situation was that had been so unique that they had been unable to provide that information. He mentioned that staff would most likely recommend that the City Council not open the partial de novo Public Hearing, emphasizing that the public had been provided with every opportunity to introduce that evidence to the decision-making authority before the decision was made. He explained that the time from which an application is deemed complete to the time the application is reviewed by the decision-making authority is approximately 50 days, adding that the notice of the application is provided to the NAC Chairman, those property owners within 500 feet of the proposed project site, and posted on the site approximately 43 days prior to the Public Hearing. He emphasized that there is great amount of time in which anyone interested has the opportunity to review the materials and provide a response. He further explained that information and materials that are submitted right up to the date of the Public Hearing would actually provide a good reason to support a partial de novo appeal in the event that this newer information is relied on in making a decision.

43 44 45

46

Commissioner Johansen pointed out that at some point, it is necessary for an appellant to determine whether or not to spend money on a Traffic Engineer to

rebut what is presented at the Public Hearing, emphasizing that the City Council would not make a decision on whether or not to accept this additional Traffic Study from the appellant until the meeting. Observing that the appellant would have already paid for the Traffic Study that may or may not be accepted, he stated that this situation involves a great deal of risk and uncertainty.

Mr. Sparks noted that the applicant is also required to spend a lot of money in preparing for a decision by the City of Beaverton, adding that it is necessary to make certain that everyone involved play by the same rules and are able to have the same expectation for a decision to be made on a certain date. He explained that the de novo appeal basically provides for each application to involve two Public Hearings, the first of which provides a potential appellant with knowledge of the "trump", in order to allow him to provide the "ace" for the record Public Hearing.

Commissioner Johansen expressed his opinion that information should not be submitted on the night of the Public Hearing, adding that it is not always possible for this information to be adequately reviewed.

Agreeing with Commissioner Johansen, Mr. Sparks pointed out that in the past, staff has discussed the possibility of not allowing information received on the date of the Public Hearing to be considered in the decision-making process. He clarified that at this point in the procedure, the applicant would have the option of a denial or requesting a continuance of the 120-day time clock to allow the decision-making authority adequate time to review the additional information.

Commissioner Johansen requested clarification of whether Mr. Sparks is stating that in the event an applicant has not made their case adequately prior to submittal of the additional evidence presented at the time of the Public Hearing, the decision-making authority would have solid grounds to deny the application, although appropriate evidence in support of the application that might result in approval had just been provided.

Commissioner Maks emphasized that because the evidence has been provided, the decision making authority is obligated to consider that evidence.

Commissioner Johansen noted that although this evidence might not be submitted in a timely manner, the decision-making authority is still bound by the 120-day rule.

Commissioner Maks emphasized that while the applicant is aware that his evidence would be heard, the opponents do not have that same guaranty, until the City Council makes the decision on whether or not to grant a partial de novo appeal. He expressed concern with making a determination of at which point this cut-off would be made, pointing out that a Traffic Study is often a moving target.

Mr. Sparks explained that within the proposed Development Code text, an applicant might supplement or amend an application within two weeks of the date on which the application is deemed complete, at which point the applicant is locked in. He pointed out that an amendment at a future date would require the applicant to waive the 120-day rule for at least a period of two weeks. He noted that staff is hopeful that the proposed revisions to the Development Code would provide for an improved application process,

Expressing concern with being fair to the applicant, Commissioner Maks emphasized that Washington County does not always respond with regard to access issues even by the date of the Public Hearing, emphasizing that this access approval is necessary.

Mr. Sparks clarified that prior to the City Council decision on whether or not there would be a de novo appeal, project material in the record must be submitted within a certain period of time after the application has been deemed complete. He noted that at some point, a potential appellant must determine whether or not to participate through a letter, oral testimony, or retaining the services of their own expert.

Commissioner Maks emphasized that Commissioner Johansen is referring to information that is submitted late, such as a correction to an error in the applicant's Traffic Study, noting that the applicant could submit this corrected Traffic Study one week prior to the Public Hearing. He mentioned that State law allows the applicant to submit all evidence up to the date of the Public Hearing.

 City Attorney Mark Pilliod mentioned that while there are potentially a lot of different impacts on the decision beyond the deadline for staff review and comment, every attempt should be made to encourage the applicant to waive the 120-day rule.

Commissioner Maks pointed that over the past 8 years, he has observed numerous situations in which the applicants have either presented or not presented the necessary information on the night of the Public Hearing, although staff had previously requested the information.

City Attorney Mark Pilliod commented that the hearing process under State law is geared towards allowing an applicant who is confronted with unanticipated and potentially damaging material to request a continuance and extend the 120-day rule, adding that this would provide this applicant with at least an additional week, under State law. He further explained that State law does not permit the decision-making authority to refuse to accept material, adding that the City Council is often presented with material that is considerably different from that presented to either the Planning Commission or Board of Design Review. He pointed out that it doesn't make a great deal of sense to allow any decision-making authority to go through what he referred to as a charade. Expressing his

opinion that this situation presents a quandary, he pointed out that it is difficult to quantify this last minute information and that some of this unanticipated evidence could occur after the close of the Public Hearing is not equal to that which actually occurred at the Public Hearing.

Commissioner Maks noted that the reference is to the unanticipated event that occurred after the close of the Public Hearing.

Mr. Pilliod agreed, observing that it would be necessary to measure from the point in time when the written decision had been rendered, adding that it might be possible to suggest some language change that would encompass concern that substantially different material could be presented.

Stating that he agrees with both Mr. Sparks and Mr. Pilliod, Commissioner Maks commented that the charade is much too common and expressed concern with making certain that all citizens are playing by the same rules as the applicant and also being treated fairly with regard to the issues.

Mr. Sparks pointed out that it is evident that it is necessary for staff to caucus on some of the suggested changes, adding that staff would discuss the issues and present suggested revisions.

Following a discussion with regard to de novo appeal versus on the record appeal, Mr. Sparks advised Commissioner Barnard that rebuttal may include new evidence, adding that the applicant has the opportunity to rebut evidence that is provided during public testimony. He further explained that if the applicant provides new evidence during the rebuttal phase, the public is provided with an opportunity to respond to that new evidence.

Commissioner Barnard clarified that within the Public Hearing process, after the applicant presents the material and the public provides testimony, the applicant is only permitted to rebut any new evidence provided by the public. Emphasizing that the applicant is not allowed to submit any new evidence, he pointed out that because the applicant is only permitted to discuss issues that support arguments against evidence provided by the public, rebuttal testimony is restricted.

Mr. Sparks explained that the second stage rebuttal is restricted because no new evidence is allowed, pointing out that this terminates non-applicant participation.

Commissioner Barnard stated that the applicant's rebuttal is restricted to only issues that have been brought forth by the public.

Mr. Sparks agreed, observing that there has been the rare example in which an applicant provides evidence that had not been in the original presentation, at which time the Chairman provides the public the opportunity to testify with regard to that new information.

Commissioner Barnard requested clarification of whether such an action conflicts with the basic procedure.

Chairman Voytilla pointed out that because the information has been provided and cannot be eliminated at that point, it is necessary to allow the public the opportunity to testify with regard to the new information.

Mr. Pilliod suggested that staff should examine the standards by which the City Council would decide to reopen or partially reopen the Public Hearing to accommodate materials and information submitted during that final hour. Referring to Statute 197.763(4)(2), he pointed out that all documents or evidence relied upon by the applicant shall be submitted to the local government and made available to the public. He noted that by virtue of this information having been presented at a Public Hearing, or distributed to members of the decision-making authority, it is at least theoretically, though not practically, available to the public. He pointed out that based upon that standard, it would be feasible to establish a local rule that would basically make that information available to the public. Emphasizing that this could be defined more precisely in the City of Beaverton, he noted that as long as this is not inconsistent with the statute, a rule could be created. He explained that as long as the applicant is aware that the submittal of new evidence during this final hour effectively creates the risk of a full de novo hearing before the City Council, they might be inclined to be more diligent with regard to presenting all information to the decision-making authority at an earlier stage.

Expressing his approval of Mr. Pilliod's suggestion with regard to a local rule establishing a procedure for final hour evidence, Commissioner Maks questioned the possibility of enforcing what staff has already defined, specifically within two weeks after the application has been deemed complete.

Planning Consultant Irish Bunnell responded that two weeks following the date that an application is deemed complete is actually the deadline for submittal of information for preparation of the Staff Report.

Observing that the City of Beaverton requires submittal of all evidence to be included in the Staff Report no later than two weeks after the date that an application is deemed complete, Commissioner Maks pointed out that this point in time is also viewed as the date that materials for public review are to be available. Emphasizing that the penalty for late submittal is a complete de novo Public Hearing, Commissioner Barnard suggested that any evidence presented beyond the two weeks after the application has been deemed complete should require an automatic extension of the 120-day rule.

Commissioner Maks advised Commissioner Barnard that State law provides that new evidence can be submitted at any point.

Commissioner Barnard pointed out that although State law allows this evidence to be submitted, it does not stipulate that there cannot be a penalty for the submittal of late evidence, adding that it is possible to require an extension of the 120-day rule.

Pointing out that it is not possible to require an extension of the 120-day rule, Commissioner Maks emphasized that the applicant controls the clock, adding that they are allowed to present any new evidence and that they can only be denied based upon facts or findings, regardless of what has been submitted.

Mr. Pilliod expressed his concern with the 14-day time frame, observing that the statute references availability of the Staff Report 7 days prior to the Public Hearing. He pointed out that with additional documents or evidence provided by any party, the government might allow a continuance or leave the Public Hearing open. He explained that it appears that the 7-day time frame referenced within the statute appears to be that measure of whether material or new evidence is "available to the public", because it has been submitted 7, not 14, days prior to the Public Hearing. He noted that he would like to have the opportunity to determine whether this 14-day deadline is within legal limitations.

Commissioner Maks emphasized that with everyone playing on the same ball field, if the application is deemed complete, both parties should have equal time and opportunity to address the issues.

Chairman Voytilla pointed out that staff would be working on these issues further.

Referring to Mr. Straus' letter, Commissioner Maks requested clarification of whether the Board of Design Review would be meeting on a weekly basis.

Mr. Sparks pointed out that while Mr. Straus' letter references three main concerns, his primary concern is the possibility that the Board of Design Review would be meeting weekly. At the request of Commissioner Maks, he clarified that both the Planning Commission and Board of Design Review follow the same Development Code and that a consolidated application would be based upon the design review criteria, rather than the conditional use criteria.

Chairman Voytilla requested questions or comments with regard to TA 2001-0003 – Chapter 10 Update Text Amendment.

Mr. Sparks emphasized that this is the appropriate time to ask any questions with regard to the Hearings Officer.

Observing that although he understands many of the advantages with regard to a Hearings Officer, Commissioner Maks pointed out that his experiences with other entities have resulted in nothing but complaints about Hearings Officers. He explained many individuals prefer to address the City of Beaverton, rather than Washington County, because land use actions are reviewed and determined by

citizens. Emphasizing that his issue is that if it is not broken, why fix it, he noted that he is proud to serve on the Planning Commission, adding that both applicants and attorneys have advised him that the City of Beaverton has one of most well read and well prepared Planning Commissions in the State of Oregon. He mentioned that whether they agree or disagree with the decisions of the Planning Commission, many citizens have expressed their appreciation of their efforts. Noting that many Hearings Officers are also land use attorneys, he mentioned that while he has a great deal of respect for land use attorneys, he does not agree that these local decisions with regard to local impact should be made by a land use attorney who resides in Clackamas County. He emphasized that those individuals who live in or drive through the neighborhood and understand the local issues should make a decision of this nature. He mentioned that many of the applications addressed through the Development Code have involved dual applications heard by one decision-making authority, noting that a Hearings Officer would involve a major difference in the way land use is determined in the City of Beaverton. He emphasized that while everyone is not always satisfied with the decisions, he lives in and serves the City of Beaverton because the citizens themselves actually make the decisions with regard to their own community.

19 20 21

2223

1

2

3 4

5

6 7

8

9

10

11

12

13

14

15

16

17

18

Mr. Sparks advised Commissioner Maks that Washington County utilizes the process involving a Hearings Officer, adding that this Public Hearing provided an opportunity to present an option or alternative.

242526

Commissioner Maks expressed his appreciation of the efforts of staff with regard to this issue, observing that while he is aware that the applicants do not always approve of the single process with dual hearings, he is opposed to a Hearings Officer.

28 29 30

31 32

33

27

Commissioner Johansen pointed out that while the debate with regard to the Hearings Officer is very interesting, he is more interested in completing the updates to the Development Code. He suggested that the issue with the Hearings Officer should be separated and readdressed at a later time, adding that he would like to complete the remainder of the update process at this time.

343536

37

38

39

40

41

42

43

44 45

46

Commissioner Bliss expressed his agreement with Commissioner Johansen, adding that he would like to separate the issue of the Hearings Officer and continue with the remainder of the update process.

Mr. Pilliod observed that staff intends to recommend that the Public Hearing not be concluded this evening, adding that members of the public should be allowed to address their concerns at this time or at a continued Public Hearing. He pointed out that the Mayor would determine at which point this issue would be placed on the City Council Agenda, adding that he is not certain how quickly this would be resolved. Noting that a Hearings Officer does not provide any foolproof, certain method of avoiding problems and issues, he expressed his opinion that they could be minimal or reduced in frequency. Referring to Commissioner Maks'

suggesting that a hearings body consisting of local citizens would have the benefit or advantage of familiarity with the local situation, he requested clarification of how this is fair to an applicant who might have no such knowledge. He expressed his opinion that this would be another method for introducing ex parte evidence into the record, adding that the applicant would be at a clear disadvantage for "not knowing the local situation" and that in his opinion, the decision-making body can not base a decision upon this information unless it is made part of the record.

Commissioner Maks emphasized that the burden of proof is upon the applicant, noting that the criteria addresses compatibility with and a minimal impact upon the surrounding neighborhood.

Mr. Pilliod agreed that the burden of proof is upon the applicant, who must address all applicable criteria, including compatibility. He clarified that if a hearings body chooses to base a decision upon knowledge of the local situation that is not otherwise presented as evidence a the Public Hearing, it is not a valid decision.

Commissioner Maks expressed his agreement with Mr. Pilliod, noting that if an applicant presents evidence indicating that something is compatible within a neighborhood, whether he resides in that neighborhood or not, if nobody refutes that evidence or provides opposing evidence, it is necessary to follow the criteria and approve the application. He emphasized that opposing parties create a better filter, rather than a bias.

Mr. Pilliod pointed out that dependent upon the quality of the Hearings Officer making a decision, it is typical that in addition to rendering an approval or denial, this individual would also prepare findings that quite precisely address evidence presented within the documentation and testimony presented at the Public Hearing. He mentioned that neither the Planning Commission nor the Board of Design Review engages in that level of analysis, adding that they rely almost entirely upon the direction presented within the Staff Report. He explained that no matter how well prepared this Staff Report is, it cannot possibly address evidence presented by way of testimony during the Public Hearing. He pointed out that because of this issue, the decision is relatively easy to attack, either because it is based upon a faulty analysis of the legal criteria or due to the lack of substantial evidence within the record to support the conclusion. He emphasized that these flaws are what creates long evenings at the City Council level, adding that it is more likely that a Hearings Officer would complete the necessary analysis and prepare the subsequent findings on a level that has not been He pointed out that future applications would put the Planning Commission in the position of addressing design issues with which they have limited experience. He discussed allowing for the finale of certain types of decisions, emphasizing that the decision-making body that ultimately matters consists of the citizens who are elected, adding that these individuals are obligated to listen to their electors, local citizenry and business property owners.

Commissioner Maks requested clarification of where an appeal of the Hearings Officer in Washington County is addressed.

Mr. Pilliod commented that it is his understanding that the Board of County Commissioners has been removed from that process, adding that this might be the basis for the criticism of that process.

Observing that this issue dates back 10 or 12 years, Commissioner Maks pointed out that this is a new criticism. He emphasized that the Planning Commission is always open to suggestions with regard to improving their performance, expressing his opinion that although they are basically unfamiliar with design review issues, they will perform just as well as, if not better than, 3 new members of the Board of Design Review who have never reviewed a land use application or the Development Code.

On question, Chairman Voytilla received no questions or comments with regard to TA 2001-0005 – Chapter 90 Update Text Amendment.

8:19 p.m. to 8:28 p.m. – break.

PUBLIC TESTIMONY:

DAVID JACKSON, Co-Chairman of the West Beaverton NAC, expressed appreciation for the opportunity to address the Planning Commission. mentioned last Thursday's NAC meeting with regard to land use appeals, adding that a unanimous vote had resulted in a request that the Type 3 decision appeals be de novo, rather than on the record. Referencing the definition of a Type 3 decision, including substantial discretion and broad public interest, adding that broad public interest requires the availability of the broadest public input. He noted that if the purpose of this update is to provide for greater efficiency of time and resources, it should be noted that the public interest is not being expressed at a time when the public anticipates they would have the opportunity to express their opinion. Clarifying that the reality is that most individuals do not begin paying attention to an issue until it has gone beyond the Planning Commission, he emphasized that the public expects to have the ability to go to the City Council and present their case. He agreed that there may be the appearance of a charade from time to time and expressed his opinion that the Planning Commission is the "A Team". He reiterated that in the interest of the public being allowed to have the broadest amount of input, Type 3 appeals should be on a de novo basis.

Mr. Jackson stated at as a private citizen, he found his experience before the Washington County Hearings Officer to be very condescending, demeaning and degrading, adding that he is opposed to a Hearings Officer in the City of Beaverton.

Commissioner Young requested clarification of Mr. Jackson's suggestion that the Type 3 hearings would be de rovo, adding that this would institutionalize the business of keeping the powder dry and that this would be considered the standard way of doing business.

Mr. Jackson stated that Commissioner Young is essentially correct, adding that this would, in essence, institutionalize the chaos that now exists.

Chairman Voytilla referred to Mr. Jackson's observation that generally people don't get concerned with an application until through Planning Commission, pointing out that information is provided through the mail, property is posted and Neighborhood Review Meetings are scheduled. He expressed his opinion that there is a great deal of opportunity for public input prior to an application being heard by the Planning Commission, requesting clarification, from the NAC's perspective, of why this notification process is not more effective.

Mr. Jackson commented that he is not certain that this process can be improved, observing that on a good night, 10 or 15 individuals might attend a NAC Meeting. He expressed his opinion that there is a basic lack of civic responsibility among the majority of the population, adding that as a result, most individuals are very reactive and don't become concerned with an issue until it hits home. He pointed out that there is generally little or no publicity with regard to a specific application until a decision has been rendered.

Chairman Voytilla expressed his concern with receiving public input throughout the entire process, noting that the City of Beaverton's public notification process is superior to any he has observed in other jurisdictions and that people are only now beginning to pay attention.

Expressing his appreciation of the efforts of staff and the Planning Commission, Mr. Jackson emphasized that updating the Development Code is a monumental task.

Referring to Mr. Jackson's position as Chairman of the West Beaverton NAC, Commissioner Bliss pointed out that he identifies with his frustration with convincing more individuals to become active in his neighborhood. He mentioned that everyone involved – from the City Council, to the Planning Commission, CCI and the NACs – is a part of a system that allows an individual to put participation off until the last-ditch effort on the City Council level. He expressed his opinion that the annual mailings that are provided should advise these individuals that their failure to become involved and participate in their neighborhoods and what is occurring would prevent them from being allowed to provide input on an issue at a later time.

Mr. Jackson agreed with Commissioner Bliss with regard to the frustration level, expressing his opinion that more effective efforts are available, possibly through a

public relations campaign with the assistance of the Neighborhood Office. He pointed out that even the best efforts still won't get the best possible participation with regard to land use action, noting that most individuals do not get involved until it affects them, generally late in the game. Observing that most of these individuals are not actively involved, he expressed his opinion that there is a general apathy, adding that he prefers to leave the door open for public input up until the last minute.

Commissioner Maks expressed his appreciation of and agreement with Mr. Jackson, adding that his greatest concern is with making certain that there are good developments within the City of Beaverton.

IKE McCARLEY stated that in the interest of brevity, he is in agreement with Mr. Jackson's observations, adding that because he is aware that there are several other members of the public who wish to testify, he has nothing new to add.

KAREN SCHOUTEN, Co-Chairman of the West Beaverton NAC, observed that in addition to agreeing with Mr. Jackson's statements with regard to a de novo hearing, she would like to emphasize that as citizens, as opposed to expert developers, many individuals do not always know what to look for and may require more time to understand and rally with regard to an issue. Pointing out that private citizens also do not have access to a great deal of money with which to hire professionals, she noted that it could take longer to collect information with regard to all of the issues and they would like to retain the opportunity to introduce new issues at a later time.

Chairman Voytilla questioned whether the West Beaverton NAC has appealed any project approved by the Planning Commission.

Ms. Schouten advised Chairman Voytilla that the West Beaverton NAC has appealed numerous projects, including Davis Road, Murray Crossing Development and Aspen Woods, sometimes in conjunction with other NACs. She pointed out that some projects could conceivably create issues with more than one NAC, adding that while the Aspen Woods Nature Park had been of citywide significance, they did not involve rezoning or amendments to the Development Code. She explained that although the NAC co-chaired numerous meetings with the developer, Polygon NW, it had been extremely difficult to be aware of all of the issues with regard to this complex project at the time of the initial meetings. Commissioner Maks requested clarification of which project on Davis Road Ms. Schouten is referring to.

Ms. Schouten advised Commissioner Maks that she was referring to the project on Davis Road from SW Chehalem Road to SW Allen Boulevard, adding that she believes it was entitled the Allen Boulevard Extension.

Commissioner Maks questioned specifically which land use action this involved.

Ms. Schouten informed Commissioner Maks that the proposal had been to change the street to four lanes, adding that the bicycle lanes were to be removed and the street would be narrower in some areas.

3 4 5

1

2

Commissioner Maks pointed out that this proposal had involved design issues.

6 7

Commissioner Johansen mentioned that he recalls that this proposal involved a departure from the design standard for that particular street.

8 9 10

Commissioner Maks clarified that this involved a CIP process, rather than an actual land use action.

11 12 13

14

15

16

17

18

19

20

21

22

23

24

25

26

27

28 29

30

31

32

33

34

35

CATHERINE ARNOLD referred to the letter she had submitted, observing that this letter has already been received and entered into the record. Observing that she is speaking on behalf of herself, rather than CCI, she pointed out that she is concerned with the de novo issue. She pointed out that one of the greatest problems is that private citizens need to determine how to get on board, from the beginning, with regard to an issue, adding that they have to be aware of which criteria they have to address and whether it would be necessary to retain a land use attorney. She discussed several common misperceptions, noting that while these individuals are correct in their assumption that they get more time, what typically occurs is that while an applicant appeal can involve two or three months before the City Council hearing, the average time appears to be only three or four weeks. She stated that the primary issue is how to get these individuals better informed and involved from the beginning of the process, emphasizing that the clock goes quickly. She expressed her personal opinion that developers as appellants appear to be more successful at getting their issues overturned than a typical citizen in the same situation. Noting that late evidence is a huge issue, she emphasized that it is difficult and not fair to be dealing with a moving target and that it is not always easy to determine which evidence is relevant and valid. She pointed out that while an applicant has the opportunity to request a continuance if they have more information to submit, this option is not available to the public, emphasizing that this does not create a fair playing field. Concluding, she expressed her concern with the issue regarding the Hearings Officer, adding that this should not become final before the Code Review Advisory Committee (CRAC) has an opportunity to review the issues.

363738

39

40

41

42

43

44

45

46

Commissioner Maks commented that a quasi-judicial rezone often involves a subsequent application, adding that the Planning Commission only considers the criteria with regard to the rezone issue and that issues with regard to a specific application are not appropriate at that time. Emphasizing that this is for a very good reason, he noted that an unethical applicant could submit information with regard to an application at a Neighborhood Review Meeting and obtain a rezone and a Planned Unit Development (PUD), and then present an entirely different PUD at the Planning Commission at a later time. Agreeing that some of these issues do not provide the public with a great deal of information on which to

respond to at the Neighborhood Review Meeting level, it does provide them with information of what to anticipate in the future.

Commissioner Maks suggested that CCI should become involved in and address land use issues on a State level, adding that because very few citizens are involved at this time, they have a tendency to become trampled.

Referring to the rezone issue, Commissioner Barnard emphasized the necessity of considering all possible developments that could occur within a rezone.

On request, <u>JACK FRANKLIN</u> was assured that his e-mail letter, dated January 23, 2002, had been received and distributed at the meeting on that same date. Observing that he agrees with the statements made by the Planning Commissioners, staff and the public, he noted that he is in favor of the de novo hearing. Pointing out that the average citizen does not have a clue with regard to what is occurring or how to address the issues appropriately, he emphasized that they need to become informed. Noting that the public only participates with regard to contentious issues, he emphasized that there is too much apathy among the public. Expressing his opinion that there is too much emphasis placed upon the concept of "A Team"/"B Team" processes, he noted very few applications are actually appealed and that enough morey would provide an expert to attest to anything. He suggested the possibility of creating a Task Force to address the few appeals that do occur, adding that although the 120-day rule is an issue, this rule has rarely been violated.

 Commissioner Bliss observed that he does not deny the fact that this discussion and testimony should not be occurring with regard to de novo, adding that this language actually existed as early as December 19, 2001. Observing that this had not appeared to be an issue at that time, he requested clarification of why it is an issue at this time.

Mr. Franklin informed Commissioner Bliss that in his opinion, this has become an issue because an individual or two had expressed frustration with what they considered the lack of adequate CCI involvement in this process. Pointing out that the majority of people in the audience at this time are CCI members, he emphasized that they are here to provide input, rather than represent CCI.

Emphasizing that he welcomes and appreciates this input, Commissioner Bliss noted that the Planning Commission has been addressing this issue for an appropriate amount of time and that he would like to complete the process.

Observing that he understands Commissioner Bliss' concerns, Mr. Franklin stated that while he has no appropriate response, many of the members of CCI have only recently become aware of what is occurring.

Expressing his appreciation of Mr. Franklin's comments, Commissioner Maks agreed that while it is not a simple issue, the "A Team"/"B Team" issue does occur frequently, most often with an applicant appeal. Noting that Mr. Franklin would agree if he had the opportunity to point them out, he explained that he would also understand why it appears to occur more frequently with developer appeals.

Mr. Franklin commented that a developer spends a great deal of money in an effort to develop their plans, emphasizing that the goal is to maximize profits.

Commissioner Maks clarified that the Planning Commission is just as concerned with the opinion of two citizens as with that of 200 citizens.

Mr. Franklin discussed the rebuttal situation, noting that following the presentation, public testimony and applicant rebuttal, he has after presentation completed, citizens speak, applicant rebuts, in spite of Mr. Sparks' comments, he has never observed a situation in which the citizens were provided an opportunity to rebut the rebuttal.

Commissioner Maks advised Mr. Franklin that citizens are not provided with an opportunity to rebut the applicant's rebuttal because the rebuttal is limited to only the issues that are raised in public testimony, emphasizing that it is the duty of the Chairman to make certain that the applicant remains within those confines.

ANDREW RAPP read written testimony, dated February 19, 2002, prepared by Susan Cook, with regard to the proposed change to the Development Code with regard to appealing Planning Commission and Board of Design Review decisions to the City Council, specifically on the record and de novo appeals.

Mr. Rapp added his own comments with regard to the issues discussed in Susan Cook's letter, and discussed the de novo versus on the record appeal issue. Observing that he prefers to look for the exception, he referred to the previous Haggen's Development, adding that at that time, the public was not aware of all of the issues with regard to the rock quarry and the methane gas. He pointed out that the subsequent involvement of DEQ did provide the neighborhood with a safer neighborhood than they would have had otherwise, and questioned whether on the record testimony would have limited the public to presenting the facts that they felt necessary to ensure the involvement of DEQ and make necessary changes. Emphasizing that he does not want to witness any additional exceptions such as Hagen's, he pointed out that the neighbors are obtaining additional information on a weekly basis, only to be informed that it is not relevant. He mentioned that the situation has worked out for the best, observing that although the development is occurring, numerous safety measures are involved.

Mr. Rapp referred to Section 50.70.7, which specifies that the City Council can consider reopening the record, expressing his opinion that this is inappropriate.

Noting that it is either black or white, open or closed, he emphasized that politics should not be involved in the Development Code. He requested clarification of whether Commissioner Maks blames bad development on bad developers.

Commissioner Maks advised Mr. Rapp that bad developers are not always to blame for bad development.

Mr. Rapp expressed his opinion that a poor Development Code is what allows bad development to occur in the first place, and provided Mr. Sparks with a copy of Susan Cook's letter from Mr. Rapp, which was entered into the record.

JIM PERSEY mentioned that although he is Chairman of the Greenway NAC, he is speaking on his own behalf with regard to the Development Code Update issues. Noting that he served on the CRAC Committee and provided assistance with the Development Code Update, he pointed out that even members of CCI do not have adequate knowledge of the Development Code. He observed that he believes that all appeals are de novo unless the appellant requests on the record. Noting that he objects to on the ecord appeals as it is currently written, he mentioned that he is in the process of appealing a Traffic Commission decision with regard to SW Hall Boulevard on behalf of the Greenway NAC. He read information provided within Development Code Section 6.02.065, as follows:

"City Council review of appeals shall be on the record. Any person may testify before the City Council, but testimony will be limited to issues previously raised before the Traffic Commission. The City Council, on its own motion, may hold a de novo hearing that would allow new evidence to be presented."

Mr. Persey expressed his opinion that all appeals should be on the record, adding that the City Council should retain the right to revert to de novo in certain situations. He pointed out that the partial de novo appears extremely difficult to attempt with any measure of success.

On question, no one else testified with regard to the Development Code Update.

Commissioner Maks referred to a previous discussion with regard to conditioning Conditional Use Permits, requesting clarification of whether the current Development Code allows the Planning Commission to condition a Conditional Use Permit.

Observing that the Development Code is silent with regard to that specific question, Mr. Sparks expressed his opinion that staff had misunderstood the intent of the Planning Commission. He suggested that such a Condition of Approval would have to be applicable to the approval criteria while also remaining true whether it is something that would be allowed outright within the Development Code for automatic review or in a special case-by-case basis for review. He

pointed out that staff feels that with Conditions of Approval, if these Conditions of Approval are not being met, as an administrative function, it is necessary for the Community Development Division to pursue the enforcement of fulfilling those Conditions of Approval. He pointed out that one of the specific tools of enforcement is to schedule a Revocation Hearing of a Conditional Use or other application at the City Council level.

Commissioner Maks mentioned that adequate enforcement mechanism is not available, emphasizing that because the actual implementation of this mechanism is difficult, he is aware of a church that has not yet met Conditions of Approval that were approved approximately four years ago. He noted that although these Conditions of Approval have not yet been addressed, the church is still operating and enforcement has not occurred.

Mr. Bunnell suggested that this issue should be brought to the attention of the administration, adding that they need to be aware that this enforcement is not occurring.

Chairman Voytilla pointed out that many of these Conditions of Approval involve issues with regard to noise and hours of operation, emphasizing that the City of Beaverton has no resources to go out at 3:00 a.m. to respond to a neighbor reporting a problem, adding that Code Enforcement is an extremely difficult issue.

Mr. Sparks suggested the possibility that Code Enforcement could be an administrative function, adding that staff could review that information and determine whether a Condition of Approval is being met. Observing that this should not necessarily involve the Planning Commission, he expressed his opinion that staff could remedy such a situation on its own.

Commissioner Maks pointed out that the issue of non-compliance involves more than Conditional Use Permits.

Commissioner Bliss stated that while he appreciates the discussion, the City of Beaverton does have an administrative process, adding that the Planning Commission should not be involved with Code Enforcement.

Mr. Sparks noted that the City of Beaverton could hold an applicant responsible for Conditions of Approval, adding that these mechanisms are clarified within the proposed Development Code. He pointed out that whether a property owner is the original developer or not, there is a responsibility to continue to meet the approved Conditions of Approval.

Observing that several options are available at this time, Chairman Voytilla stated that the Public Hearing could be continued or that the public portion of the Public

1 Hearing could be left open, adding that the issue regarding the Hearings Examiner 2 must be considered. 3 4 Commissioner Maks suggested approving all of the chapters, with the exception of Chapter 50, adding that he would like to see what staff is able to come up with 5 regarding partial de novo appeals. 6 7 Chairman Voytilla pointed out that the Public Hearing is still open from a 8 procedural standpoint. 9 10 Commissioner Maks reiterated that with the exception of Chapter 50, which 11 includes the issue regarding partial de novo appeals, he would like to approve all 12 of the chapters. Observing that this action would also effectively eliminate the 13 Hearings Officer at this time, he expressed his opinion that this issue could be 14 reintroduced at some future point. 15 16 Chairman Voytilla requested clarification of whether testimony should be 17 permitted with regard to staff's response to issues in Chapter 50. 18 19 20 Commissioner Maks expressed his opinion that it would be necessary to allow testimony with regard to staff's response to issues in Chapter 50. 21 22 23 Mr. Sparks suggested that all seven chapters should be continued to a future date, noting that although it is unlikely, a change to Chapter 50 could potentially 24 require related changes in other chapters. 25 26 27 Commissioner Maks requested clarification of how the issue with regard to de novo appeals could require changes within the other chapters. 28 29 Mr. Sparks advised Commissioner Maks that he is 99% certain that changes with 30 regard to de novo appeals within Chapter 50 would not require any changes 31 32 within the other chapters. 33 Commissioner Barnard expressed his opinion that action should be taken upon 34 these applications, with the exception of Chapter 50, adding that Exhibit "B" 35 should not be included. 36 37 Chairman Voytilla requested clarification of how the individual Planning 38 39 Commissioners feel with regard to taking action on the applications. 40 Commissioner Maks expressed his opinion that tweaking the language of Chapter 41 50 would not affect the remaining seven chapters. 42 43 Mr. Bunnell observed that while it is not likely that changes to Chapter 50 would 44 45 affect the remaining six chapters, because the seven chapters are a package, these

chapters would not move forward without Chapter 50.

45

46

1 Noting that he is aware that all seven chapters would take effect simultaneously, 2 Commissioner Maks emphasized that after two years on Code Review, he would like to take some action. 3 4 Chairman Voytilla agreed that the situation is frustrating. 5 6 7 Observing that he would like to have the appearance of progress, Commissioner Johansen stated that he would defer to staff's preference to leave all seven 8 chapters open until the next Public Hearing. 9 10 Emphasizing that he prefers to take action at this time, Commissioner Barnard 11 stated that he is struggling to understand how any change in Chapter 50 would 12 affect the remaining six chapters, recommending that the Public Hearing should 13 be closed and that discussion at the continuance should be limited to issues in 14 Chapter 50.70.7.b. 15 16 On question, Mr. Sparks advised Commissioner Maks that this issue involves a 17 Measure 56 Notice. 18 19 20 Commissioner Maks expressed concern with the cost involved in a Measure 56 Notice, suggesting that that the Public Hearing be closed, with the exception of 21 22 TA 2001-0002 - Chapter 50 Update Text Amendment, and that all issues be 23 continued to the next available meeting date. 24 Observing that the upcoming agendas are quite full, Mr. Sparks expressed his 25 26 opinion that the next appropriate date for this continuance would be March 20, 2002. 27 28 Commissioner Maks expressed his opinion that this issue should not be very time-29 consuming. 30 31 32 Mr. Sparks suggested that the issue could possibly be addressed at the meeting of March 13, 2002, noting that a joint Work Session with the Board of Design 33 Review has been scheduled at that time. 34 35 Commissioner Maks requested clarification of which issues are on the agenda for 36 March 6, 2002. 37 38 Mr. Sparks informed Commissioner Maks that the Oregon Episcopal School 39 Marsh Enhancement Project Conditional Use Permit and Tree Preservation Plan 40 are scheduled for March 6, 2002, as well as the Beaverton High School 41 Comprehensive Plan Amendment and Street Vacation. 42 43 44

Commissioner Maks **MOVED** and Commissioner Barnard **SECONDED** a motion to continue 1) TA 2001-0001 – Chapter 40 Update Text Amendment; 2) TA 2001-0002 – Chapter 50 Update Text Amendment; 3) TA 2001-0003 –

Chapter 10 Update Text Amendment; 4) TA 2001-0004 – Chapter 60 Update Text Amendment; 5) TA 2001-0005 – Chapter 90 Update Text Amendment; 6) TA 2001-0007 – Beaverton Municipal Code Text Amendment; and 7) TA 2001-0008 – Chapter 20 Update Text Amendment to a date certain of March 13, 2002, with the discussion to be limited to issues within Chapter 50.

Motion CARRIED, unanimously.

APPROVAL OF MINUTES:

Minutes of the meeting of January 16, 2002, submitted. Commissioner Maks **MOVED** and Commissioner Young **SECONDED** a motion that the minutes be approved as written.

Motion **CARRIED**, unanimously.

Minutes of the meeting of January 23, 2002, submitted. Chairman Voytilla requested that the minutes reflect that Alternate Planning Commissioner Steven Olson was present. Commissioner Johansen **MOVED** and Commissioner Young **SECONDED** a motion that the minutes be approved, as amended.

Motion **CARRIED**, unanimously, with the exception of Commissioner Barnard, who abstained from voting on this issue.

MISCELLANEOUS BUSINESS:

The meeting adjourned at 10:06 p.m.